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SUPERVISION

in COOPERATIVE EXTENSION WORK

A Report of Eastern States Extension Conference
New London, Conn.
September 6-9, 1944

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War Food Administration
Cooperative Extension Service
Division of Field Coordination

MORE WORK TO DO

The conference had five committees of the whole, composed of extension Directors, county agricultural agent, home demonstration and 4-H Club leaders, which discussed the responsibilities of extension supervisors. Full reports of these committees are found in this circular. Further study of certain problems is indicated by the following abstract from the committee reports.

EVALUATION

That a committee be appointed to continue the study of techniques for evaluating extension work.

RELATIONSHIPS

That a committee composed of representatives from each of the following groups - Directors, county agricultural agent, home demonstration, and 4-H Club leaders be authorized to assemble and interpret plans and procedures now followed by the Eastern States in the field of relationship in extension and to develop recommended procedures adapted to the States in this area.

PLANS OF WORK

That a committee be set up to continue the study of the whole problem of extension program development and the supervisor's responsibility in connection with programs and plans of work in the county.

EXTENSION SERVICE
U.S. Department of Agriculture

PROGRAM
NORTHEAST EXTENSION CONFERENCE
September 6 to 9, 1944
The Griswold Hotel
New London, Conn.

WEDNESDAY, September 6

9:30 a.m. Chairman: J. M. Fry, Pennsylvania
Secretary: Orrilla Wright, New York

Plans For the Conference - Chairman, Program Planning Committee
Chairman, Hospitality Committee

Contribution of Psychology to Extension Supervision--
Dr. Paul J. Kruse, Professor of Rural Education,
Cornell University

Discussion

1:30 p.m. Chairman: Venia M. Kellar, Maryland
Secretary: C. B. Wadleigh, New Hampshire

Contribution of Psychology to Extension Supervision--
Dr. Paul J. Kruse

Discussion

Evening Program in Charge of Hospitality Committee

Conference of chairmen, discussion leaders, and
secretaries of committees and of round tables.
(Hour to be set later)

THURSDAY, September 7

8:30 a.m. Chairman: J. O. Knapp, West Virginia
Secretary: Rosalind M. Jewett, Pa.

Address: Extension Administration--
Paul E. Miller, Director of Extension, Minnesota

10:00 a.m. Committee Meetings

- Com. I - Extension Service Personnel: Maintenance
and Morale
- Com. II - Determining Programs of Work
- Com. III - Selecting, Training & Using Volunteer Leaders
- Com. IV - Evaluating Work of Extension Agents
- Com. V - The Supervisor's Responsibilities in the
Field of Relationships

7:30 p.m. Chairman: R. P. Davison, Vermont
Secretary: Bryanna Burton, West Virginia

Address: Today's Challenge and Opportunity for
Extension Workers
Dr. George Dykhuizen, Associate Professor
of Philosophy, University of Vermont

FRIDAY, September 8

8:30 a.m. Chairman: R. H. Gist, West Virginia
Secretary: Frances Scudder, New York

Address: Extension in the Post-War World--
M. L. Wilson, Director of Extension Work,
U. S. Department of Agriculture

10:00 a.m. Round Tables on Supervisory Problems
A. Extension Directors
B. County Agent Leaders
C. Home Demonstration Leaders
D. Club Leaders

Evening Committee Meetings

SATURDAY, September 9

9:00 a.m. Chairman: George E. Lord, Maine
Secretary: Mrs. Carrie W. Taylor, New York

Reports of Committees on Supervisory Problems

High Lights of Round Tables

12:00 noon Adjournment

* * * * *

PROGRAM-PLANNING COMMITTEE:

J. O. Knapp, West Virginia
M. S. Downey, Maryland
Marjorie E. Luce, Vermont
F. B. Morris, New York
Lucile W. Reynolds, U.S.D.A.
Charles E. Potter, U.S.D.A.

HOSPITALITY COMMITTEE:

A. J. Brundage, Connecticut, Chairman
J. W. Dayton, Massachusetts
Ruth T. Russell, Connecticut
Marion Forbes, Massachusetts
W. H. Roberts, West Virginia
C. P. Lang, Pennsylvania
Mrs. Jessie F. Lemley, West Virginia
Orrilla Wright, New York

COMMITTEES OF THE WHOLE
Thursday, September 7, 1944

10 a.m. to 12 m.; 1:30 to 4:30 p.m.

COMMITTEE 1: Extension Personnel

The supervisor's responsibility for selection and training of agents; for maintaining efficiency and morale of the workers.

1. What methods have supervisors found successful in helping county extension agents to (a) understand aims and objectives of extension work, (b) establish professional standards for the job and for the agent, and (c) develop an appreciation of the problems of rural people?
2. What criteria and methods have supervisors found helpful in (a) recruiting and selecting agents; (b) evaluating the prevocational, preinduction, and in-service training of agents?
3. What standards should be developed for county extension agents with respect to such items as (a) working conditions, (b) salaries, (c) academic rating, (d) plans for professional improvement, (e) retirement?
4. What is the responsibility of the supervisors for setting up a county extension budget that will insure sufficient funds for (a) adequate office space and equipment, (b) salaries for professional workers and clerical staff, (c) traveling expenses, (d) supplies, demonstration, and reference materials?

Chairmen: Albert Hoefler, New York
 Marion Butters, New Jersey

Discussion Leaders: Sara Coyne, Rhode Island
 H. R. Varney, Vermont

Summarizers: H. G. Niesley, Pennsylvania
 Mrs. Helen McKinley, Delaware

COMMITTEE 2: Program of Work

The supervisor's responsibility for helping to determine the program of work in a county.

1. If it is assumed that a careful analysis of the fundamental problems of families in the area is a prerequisite to determining the extension program of work, how can the supervisors help the agents to discover what the fundamental problems are? What the objectives of families are?
2. What is the supervisor's part in helping agents determine which problems will receive consideration in the program of work? What is specialist's part?
3. To what extent should the problems considered be limited to those for which the land-grant college is equipped to assume leadership?
4. To what extent should the program take into consideration post-war problems of families?

COMMITTEE 2 - Continued

5. What is the supervisor's part in developing a unified approach to the problems of families--in the State as a whole? In the counties?
6. What is the supervisor's role in determining part played in program planning by volunteer leaders? Specialists? Rural Policy Committees? County Advisory Councils? Other organized groups?

Chairmen: Beatrice Billings, Massachusetts
G. E. Lord, Maine

Discussion Leaders: J. E. Carrigan, Vermont
Anna M. Boggs, West Virginia

Summarizers: C. A. Thompson, New Jersey
Mary L. Sanborn, New Hampshire

COMMITTEE 3: Volunteer Leaders

Part that supervisors play in selecting, training, using, and giving recognition to volunteer leaders.

1. What part does the development of volunteer leaders play in achieving the objectives of Extension?
2. What can the supervisor do to help agents with the selection, training, and use of volunteer leaders?
3. How can supervisors help agents to provide for constant expansion in number of leaders? In responsibility assumed by leaders?
4. How can supervisors stimulate more extensive use of the findings of studies on leadership?

Chairmen: R. C. Dolloff, Maine
Martha E. Leighton, Pennsylvania

Discussion Leaders: Eunice Heywood, New Hampshire
R. K. Clapp, Connecticut

Summarizers: D. L. Hayes, New York
Dorothy Emerson, Maryland

COMMITTEE 4: Evaluation

The supervisor's responsibility for evaluating work of extension agents, for evaluating workers.

1. What criteria do supervisors use in evaluating accomplishments of agents; in helping them to measure progress?

COMMITTEE 4 - Continued

2. In what ways can supervisors use the agents' monthly and annual reports in evaluating their use of time? In evaluating their work?
3. What criteria do supervisors use in evaluating agents?
4. How does the supervisor evaluate his own accomplishments as a supervisor?

Chairmen: S. R. Shapley, New York
Ruth T. Russell, Connecticut

Discussion Leaders: Agnes Brumbaugh, Pennsylvania
J. W. Dayton, Massachusetts

Summarizers: H. O. Stuart, Rhode Island
Elsie Trabert, Pennsylvania

COMMITTEE 5: Relationships

The supervisor's responsibilities in the field of relationships.

1. What is the supervisor's responsibility in strengthening relationships between:
 - a. Extension agents in the county?
 - b. County extension agents and representatives of other agencies in the county.
 - c. Supervisors in the various fields?
 - d. Supervisors and specialists?
 - e. Supervisors, specialists, and the State extension director?
 - f. Supervisors, specialists and the county extension agents?
2. To what extent are the supervisor's efforts in the field of relationships dependent upon administrative policies at the State level? At the national level?

Chairmen: L. A. Bevan, New Jersey
Estelle Nason, Maine

Discussion Leaders: Wilma Beyer, West Virginia
R. F. Fricke, New York

Summarizers: G. M. Worrilow, Delaware
Mildred Murphey, New Jersey

EXTENSION DIRECTORS ROUND TABLE

Friday, September 8, 1944

10:00 a.m. Chairman: J. M. Fry, Pennsylvania
Secretary: H. B. Stevens, New Hampshire

The Responsibility of Extension Directors in Developing
Extension Supervisors

1. How Improve Procedures for Assigning Responsibilities
and Defining Relationships of Extension Supervisors?
2. What Methods are Used To Keep Staff Advised of
Responsibilities and Policies?
3. How Does the Extension Director Evaluate the Super-
visory Program of His Staff?
4. What Methods of Providing In-Service Training for
Supervisors Have Been Found Successful?

1:30 p.m. Chairman: T. B. Symons, Maryland
Secretary: M. E. Robinson, New York

Some Post-War Problems of the Extension Service

1. What Modifications May Be Desirable in the State and
County Organization Through Which Extension Work Is
Carried on?
2. How Can the Extension Service Further an Expanding Program.
 - a. In content, such as: housing, health, marketing,
forestry
 - b. In people to be served, such as: older youth,
veterans and industrial workers who wish to engage
in agriculture, people in urban areas.
3. What Adjustments are Needed in Extension Budgets in
Order To Do a Creditable Job in the Post-War Period?

ROUND TABLE COUNTY AGRICULTURAL AGENT LEADERS

Friday, September 8, 1944

10:00 a.m. Chairman: H. W. Soule, Vermont
Secretary: E. P. Robinson, New Hampshire

1. How Shall We Evaluate the Work of the County Agricultural Agents?

J. W. Dayton, Mass.
S. R. Shapley, N. Y.
R. H. Gist, W. Va.
T. H. Patton, Pa.

2. What Factors Should Be Considered by the County Agricultural Agent Leader in Measuring the Effectiveness of His Own Work?

C. A. Thompson, N. J.
P. L. Edinger, Pa.
W. H. Roberts, W. Va.

3. What Methods of In-Service Training for County Agricultural Agents are Effective?

H. G. Niesley, Pa.
D. L. Hayes, N. Y.
H. M. Bower, W. Va.

1:30 p.m. Chairman R. F. Fricke, New York
Secretary: Paul E. Nystrom, Maryland

1. What is the County Agricultural Agent Leaders' Responsibility in Determining Agricultural Programs in the County?

W. R. Wilson, N. H.
H. R. McCulloch, Pa.
R. C. Dolloff, Maine

2. An Evaluation of the Organization for Carrying on Extension Work With Farmers in the Various States.

HOME DEMONSTRATION SUPERVISORY STAFF ROUND TABLE

Friday, September 8, 1944

10:00 a.m. Chairman: Gertrude Humphreys, West Virginia
Secretary: Eunice Heywood, New Hampshire

Progress Report of Standing Committees

- (1) Personnel - Marion Butters, New Jersey, Chairman
- (2) Induction Training of Home Demonstration Agents -
Beatrice Billings, Massachusetts, Chairman
- (3) Extension Reports - Anna M. Boggs, West Virginia, Chairman

Supervisory Problems in Urban Areas

Discussion led by: Frances Scudder, New York
Estelle Nason, Maine
Ruth T. Russell, Connecticut

1:30 p.m. Chairman: Frances Scudder, New York
Secretary: Lora M. Pinder, Pennsylvania

The Role of Volunteer Leaders in the Home Economics
Extension Program for Homemakers - (1) Subject-Matter
Leaders, (2) Organization Leaders.

Discussion led by: Agnes Brumbaugh, Pennsylvania
Orrilla Wright, New York
Venia M. Kellar, Maryland

An Evaluation of the Organization for Carrying on Extension
Work With Homemakers in the Various States

Discussion by group as a whole

ROUND TABLE 4-H CLUB SUPERVISORY STAFF

Friday, September 8, 1944

10:00 a.m. Chairman: Iva Mae Gross, New York
Secretary: C. E. McCauley, Delaware

A Rural Youth Program for the Extension Service -
Progress Report of Rural Youth Committee Appointed by
Committee on Extension Organization and Policy, Land-
Grant College Association--

E. W. Aiton, Assistant State 4-H Club Leader,
Minnesota, and Member Rural Youth Committee
L. A. Bevan, Consultant

Discussion of Report led by: A. L. Baker, Pennsylvania
L. F. Kinney, Jr., Rhode Island
Dorothy DeLany, New York

1:30 p.m. Chairman: H. M. Jones, Massachusetts
Secretary: Pauline Rowe, Vermont

1. In-Service Training for County Extension Agents Who Are
Doing 4-H Club Work. (Follow-up of discussion in Committee 1)

Discussion led by: J. A. Lennox, New York
Elsie Trabue, Connecticut
W. S. Jeffries, Pennsylvania

2. Successful Methods of Training Local Leaders in Wartime
(Follow-up of discussion in Committee 2)

Discussion led by: C. H. Hartley, West Virginia
D. B. Fales, New York

3. Discussion in Other Committees of Special Interest to
State Club Leaders

Committee III - I. B. Boggs, West Virginia
Committee IV - A. B. Bingham, Pennsylvania
Committee V - L. Isabel Myers, Pennsylvania

4. War Food Assistants and 4-H Club Work

Discussion led by: K. C. Lovejoy, Maine
F. E. Heinzelman, New York

5. Survey of 4-H Club Enrollment

Discussion by group as a whole

COMMITTEE I - THE SUPERVISOR'S RESPONSIBILITY FOR SELECTION AND TRAINING OF AGENTS; FOR MAINTAINING THE EFFICIENCY AND MORALE OF WORKERS.

Note: It will be noted that this committee revised points 1 and 2 of the outline which appears in the conference program.

The Supervisor's Responsibility

I. For recruiting and selecting agents (men and women)

1. Sources of recruitment

The committee was of the opinion that institutions usually furnishing extension personnel should include in their curricula fundamental courses in the arts and sciences as will give prospective extension workers the desirable background for their work.

2. Contacting prospects

Heads of teaching agencies and college personnel officers should know more about the extension service. It was recommended that they be given an opportunity to visit county extension offices and to attend meetings of project groups. Resident and extension staffs should maintain close relationships.

3. Information desired from the applicant

Application blanks need to be revised so they will more nearly provide the information needed to properly sift the candidates.

4. The personal interview

The committee agreed that a personal interview was necessary in all cases.

5. Minimum standards

All applicants that are considered for permanent extension positions should have at least a Bachelor's degree.

II. For training agents and clerical workers

1. It was suggested that more consideration be given to training new agents. It might be well to place the responsibility for such training in the hands of one individual. It was further suggested that possible subsequent training be given separately to beginners and experienced workers.

2. The committee agreed that consideration should be given to in-service training of clerical workers and that in developing all training programs plans should be made for follow-up work.

III. Developing standards for county extension agents

1. Working conditions

The best work can be done when each agent has his own office, and there is a separate office for the secretarial staff.

Office hours might be suggested by supervisors, but due to conditions beyond the control of professional workers, it is difficult to adhere to them. Except for the clerical staff, any schedule recommended should allow for considerable flexibility.

Agents should be urged to take time off for vacation, and the time should be longer than just a day or two now and then.

2. Academic rating

To achieve and maintain the status that extension agents rightfully deserve, members of the county staff should be listed in the official catalogue of the college or university, and extension workers should have academic rank.

3. Salaries

While it is difficult to maintain any common base for salaries of extension workers, this matter should receive more attention. There is a tendency to pay 4-H Club agents less on the average than the agents whose chief concern is with adults.

4. Professional improvement

The committee believes that advanced study should be encouraged and should include leave for summer school, Sabbatical leave, and other opportunities for professional improvements. States should consider the whole field of more liberal plans for advanced training for extension workers.

5. Retirement

Most States in this area have retirement provisions for extension workers. The committee wishes to commend the Extension Directors for their effort in bringing this about.

It was the opinion of the committee that the minimum retirement age of 65 years was too high for county extension workers, and that consideration should be given to the possibility of relieving the older worker of some of his responsibilities.

Information and data might well be supplied extension workers in their earlier years by supervisors or administrators, to help them see the advantages of retirement plans.

IV. Adequate financing

1. It has been said that "control goes with the money." Therefore local people in the counties should have some financial responsibility.
2. State and Federal funds are not adequate to provide salaries for present personnel comparable to the responsibilities they are asked to assume.

3. Additional money is needed to provide replacements during in-service training of extension personnel.
4. In general, more assistant agents and more adequate clerical staff are needed both at the State and county level.

COMMITTEE II - THE SUPERVISOR'S RESPONSIBILITY FOR HELPING TO DETERMINE THE PROGRAM OF WORK IN THE COUNTY.

1. Extension programs should be guided by broad objectives to meet the social and economic problems of the family. Most States indicated that they were using local people such as "Rural Policies Committee" to help determine problems and formulate policies for extension programs.
2. The supervisor is the "key" person in helping county extension agents develop a definite procedure for determining the program and for an annual appraisal of the adaptability of the program to the situation. The committee recommends that supervisors arrange a conference with the county extension agents for this specific purpose.
3. The supervisor should help the agent to be sure that the program reflects the thinking of local people and is developed to meet local needs and problems.
4. As a means of accomplishing the above the following suggestions were made:
 - a. Appraise the work of the past year.
 - b. A supervisor should spend at least a day with each agent under his supervision to help him discover the problems of the county.
 - c. Stimulate all agents to become keener in discovering needs and problems both in the homes and on the farms.
 - d. Help agents to analyze the findings of research that are related to problems in their county.
 - e. Encourage agents to gather facts in order to determine problems within the county.
 - f. Encourage agents to help local people gather facts which might be brought together for discussion as a basis of determining programs.
 - g. The supervisor should help the agents to coordinate the program of the various specialists with the county program.
5. In developing programs and plans of work, the committee listed the following factors that may affect or limit the amount of work an agent may plan for and accomplish:
 - a. Training, interests and background of the agent.
 - b. The type of agriculture of the county.

- c. Lack of factual data regarding the county.
 - d. Lack of material and facilities with which to work.
 - e. Lack of personnel, both technical and clerical.
 - f. Lack of adequate volunteer leadership.
 - g. Lack of time.
 - h. Amount of supervision and help he receives.
 - i. The outlook (national and international).
6. People should be encouraged to recognize problems in all phases of their social and economic life and to direct their efforts toward the solution by self help or with the assistance of some public agency. In making this statement, the committee recognizes that the Extension Service cannot solve all the problems of the people of the county but it can help to direct their thinking and to encourage them to take action that will bring desired results.
7. The committee emphasized the importance of good publicity with reference to the various problems and the value of such publicity in developing general understanding. It was agreed that this would materially influence what would be accepted by local people as a part of a program.
8. Planning is a continuous process. In the post-war period certain definite factors will have to be dealt with, such as:
- a. Adjustment of returned soldiers.
 - b. Family relations.
 - c. Surpluses.
 - d. Land speculation.
 - e. Health and nutrition.
 - f. Development of new equipment for the home and for the farm.
 - g. New methods and facilities for processing and storage of food.
 - h. Improvements in transportation and its effect on the agriculture of the area.
9. There was some difference of opinion as to the meaning of "unified approach," and the committee finally decided that if there is a problem that requires the work of several members of the staff it becomes the director's responsibility to make definite assignments to the end that the job is done. It is the responsibility of the supervisors to help get the facts that indicate the need for the unified approach.

10. The strength of an extension program is increased manyfold when all members of a family take part in an extension program.
11. Periodic county staff conferences are recommended. It should be the responsibility of the supervisors to encourage agents to hold such conferences to the end that better programs may be developed.
12. As a means of keeping up to date on developments in subject matter and also keeping research people at the college interested in extension programs, supervisors should develop friendly contacts with them.
13. Supervisors should help county extension agents develop faith in the ability of the local people to analyze their needs and work out plans for meeting these needs.
14. Supervisors should help county extension agents to determine qualities to look for and techniques to use in selecting leaders as an aid to better program development.
15. It was recommended that a committee be set up to continue a further study of the whole question of program development and the supervisor's responsibilities in connection with the programs and plans of work in the county.

COMMITTEE III - PART THAT SUPERVISORS PLAY IN SELECTING, TRAINING, USING, AND GIVING RECOGNITION TO VOLUNTEER LEADERS.

- I. Part which the development of volunteer leaders play in achieving the objectives of Extension
 1. The committee fully recognizes that a major objective of extension is the development of leadership. It recognizes, too, that a strong, representative group of volunteer leaders is essential in determining, developing, and forwarding the extension program. It appears that the 4-H and Home Economics Sections of the extension program have developed the use of leaders more completely than has been done in agriculture.
 2. It is expected that local leaders will be a representative group of rural people. They should be the best leaders available in the section of the community from which they come.
 3. Leaders need training in keeping with their abilities and the job which they are to do.
 4. Individuals develop as they participate as leaders in extension programs. This in itself is achieving one of the objectives of extension.
 5. The development of leaders for one purpose results in leaders being more valuable for other types of rural service.
 6. Further development of volunteer leaders helps to make it possible to reach a larger proportion of rural people, both adults and youth.

II. What supervisors can do to help agents with the selection, training, and use of local leaders.

1. Convince agents of the importance of well-trained leaders in forwarding the extension program.
2. Help agents to set situations in which leaders can serve and from which they can receive satisfaction and recognition.
3. Help agents work out qualifications for leaders who are to function in a variety of situations.
4. Cite examples of the way other agents use leaders. Supervisors need more information on methods of training agents, on methods of selecting, training, and using local leaders.
5. Encourage agents to make suggestions as to how supervisors can be of more assistance in the selection, training, and use of local leaders.
6. Supervisors can help with the simplification of literature to be used by leaders.

III. Ways in which supervisors can help agents to provide for constant expansion in the number of local leaders; in the responsibility assumed by leaders.

1. Help specialists to recognize the need for local leaders and the opportunity which the use of local leaders affords in forwarding programs in which the specialist is interested. To do this will require frequent meetings of specialists and supervisors, especially when plans of work are being developed.
2. Agents and specialists must plan responsible jobs for local leaders and not use them merely as chore boys.
3. When a local leader is asked to do a job, care should be taken to see that he understands the importance of the job for which he is asked to assume leadership.
4. More leaders can be secured if selections are made from the older youth and younger farmer and homemaker groups. It is suggested that an effort be made to locate leaders who have special interests and capacities.
5. "The big job of the supervisor is to help agents organize their work so that they will have time to plan for and make use of local leaders in greater numbers." -- Hochbaum. It was suggested that agents be encouraged to make suggestions to supervisors as to how they can help agents with this job of organization.

IV. How supervisors can stimulate more extensive use of the findings of studies on leadership:

1. By becoming familiar with the studies already made and the results obtained.

2. By calling the attention of the agents and specialists to the results of these studies. It is important that methods be devised for passing on to the agents the highlights of leadership studies.
3. Encourage studies within the State. When such studies are undertaken, specialists and agents should assist in making them.
4. Invite people from the Washington office to discuss the results of studies on leadership at State extension conferences.
5. Encourage agents to take courses offered for extension agents whenever this is possible.

Note: Dr. Sanders of the Federal Extension office suggests that extension agents would find it worth while to read "Leadership in Rural Life" by Dr. Dwight Sanderson of Cornell University. It was published by The Associated Press, New York City, in 1940. Mr. M. L. Wilson has written the foreword.

COMMITTEE IV - THE SUPERVISOR'S RESPONSIBILITY FOR EVALUATING WORK OF EXTENSION AGENTS, FOR EVALUATING WORKERS.

- I. Criteria supervisors use in evaluating accomplishments of agents, in helping them to measure progress

Many criteria are used by supervisors in arriving at an evaluation of the work of the agents under their jurisdiction. The supervisors frequently evaluate on the basis of the work done, as evidenced in reports and in visits to the county.

Furthermore, periodic consultations with agents both individually and collectively have been found to be a valuable method for arriving at an evaluation.

Other methods used are personal and circular letters and publications which provide for an exchange of ideas.

Attendance at public meetings and the extent and manner of participation by the agent, the reaction of volunteer leaders and other people of prestige frequently may be important criteria.

Other criteria include the public acceptance of the agent, the response to the program within the county, the agent's organization of his work, the number of people calling upon the agent for assistance, the agent's progress with the specialists with whom he or she comes in contact, the initiative of the agent and his attitude. In making these evaluations, it is important to bear in mind the type of area in which the agent operates.

The committee devoted some time to a discussion of the use of rating sheets. One member of the committee had collected rating sheets used by industry and these were examined. Consideration was given to the possibilities of developing rating sheets to be used with extension agents.

II. Use of monthly and annual reports in evaluating agents' use of time; in evaluating their work

The committee felt that there were many ways in which reports might be used. The reports would indicate whether the agent has assumed responsibility in forwarding new programs, whether he had made effective use of specialists, whether available publicity media have been effectively used and whether the available leadership in the county had been utilized to the fullest extent.

III. Criteria used by the supervisors in evaluating agents

In evaluating an agent, personal qualifications are the important factor. The committee felt that the ability to maintain good relationships with cooperators, colleagues and others was an important factor in arriving at the evaluation of an agent. Similarly, the agent's personal appearance, his enthusiasm, his manner with the people with whom he comes in contact, his ability to see the program as a whole, to develop organizational procedures and to delegate responsibilities; his ability to plan ahead, the initiative he shows in adapting himself to new situations -- all these are of value to the supervisors in gauging the qualifications of an agent. The pre-appointment appraisal is helpful; likewise, the agent's evaluation of himself.

The committee was agreed that although the list was by no means complete, it did provide a basis which might be elaborated to the extent desired. However, it was the feeling of the committee that for the purposes of simplicity only the most important qualifications need be considered.

IV. How does the supervisor evaluate his or her own accomplishments as supervisor?

It was the opinion of the committee that in order that the supervisor might make a worthwhile evaluation of his own accomplishments as a supervisor, it would be necessary to set up certain objective criteria. It was suggested that these criteria might include such factors as:

1. Maintenance of good morale among agents whom he supervises.
2. Does the supervisor develop in the agents a desire for self-improvement?
3. Are the judgments which the supervisor makes based on facts? Is he tolerant?
4. Is the program for which the supervisor is responsible strong in its various details?
5. Supervisor's ability to delegate responsibility to others.

V. Recommendations

1. That a continuing committee be appointed to
 - a. Continue the study of evaluation
 - b. To set up as a guide a limited number of qualifications to be used in evaluating both agents and supervisors.

2. That further revision of the report forms be inaugurated with a view towards assisting in evaluation.
3. That research be undertaken to survey the methods of measuring progress of extension work and ways of evaluating accomplishments.
4. In view of the fact that the home demonstration supervisory staff in the Eastern States is studying methods of reporting the work of home demonstration agents so that it will be meaningful to both agents and supervisors, it is recommended that similar activities be carried on in the 4-H and agricultural fields and that some attempt be made to correlate these studies.

COMMITTEE V - THE SUPERVISOR'S RESPONSIBILITIES IN THE FIELD OF RELATIONSHIPS.

- I. The deliberations of the committee may be summarized in the statement "We believe that every means should be employed to promote good relationships in order to get things done."
 - II. Important factors that will materially aid supervisors in their work
 - A. At the State level
 1. A well defined written statement on extension administration policy and procedure, this policy and procedure to be thoroughly discussed and understood by all members of the staff on both State and county levels.
 2. Procedures should be developed by regularly planned and scheduled conferences in order that all members of the staff may be currently informed on policies, programs, and assignments. "What touches all should be approved by all."

(We all like to know the rules of the games in which we participate.)

It is strongly urged that the Director attend as many of such conferences as possible. It is believed essential that close cooperative relationships be maintained between the supervisors and specialists and that frequent conferences be arranged to be attended by both groups of workers.
 - B. At county and local levels
- Supervisors have a big responsibility in fostering good relationships among workers in the counties and between county and State offices.
1. It was recommended that regularly planned and scheduled conferences be held in the counties dealing with problems, plans, and programs.
 2. The committee believes that organization within the county as to administrative matters should be very carefully thought out. In some States, responsibility has been assigned to one staff member,

usually the county agricultural agent, for certain specific administrative matters such as office personnel, office management, and county finances. The experiences have been satisfactory in some States and not in others. One State, New York, has established the policy of delegating certain administrative responsibilities to the senior member of the county staff. Reports from the State indicate that this plan has worked in a satisfactory manner. It was agreed that there was a need for outlining administrative and supervisory duties of various staff members at the county level. The committee believes that supervision on the county level is being made effective now on a cooperative basis where the agents report on programs, plans, and results direct to their supervisors. It was recommended that this procedure should be continued.

3. In some States, a great deal of responsibility for the direction and administration of the work on the county level is assumed by county committees. In instances where this policy is in effect, it is essential to the proper conduct of the work that relationships between such committees and extension workers be mutually satisfactory. If members of the State supervisory staff are to assist in promoting and maintaining these relationships, supervisors must have the authority to act for the Director. They should learn to know the committee members, and help to build a feeling of mutual confidence and respect.
 4. The responsibility of supervisors in improving relationships between county extension agents and local extension committees was discussed. It was agreed that extension work has been made more effective through the judicious use of local committees in guiding the development of the extension program in the various communities of the county by advising on program planning, counselling as to local policies and in many other ways. This is a vital phase of extension work since it provides an opportunity to secure volunteer leadership in planning and executing programs. It also builds interest, participation and support for the work of the Extension Service.
- C. Relationships between county extension agents and other agencies.

Supervisors should be informed as to the policies and functions of agencies in related fields and assist agents in determining extension's responsibilities from the standpoint of educational assistance and interpretation of their programs.

- D. The supervisor's efforts in the field of relationships and Federal administrative policies.

It was agreed that the relationship between the Federal extension office and the State extension office was one of mutuality, on a cooperative partnership basis, and that the policies and program to be followed must be accepted by both parties before they can be made effective.

III. Plans for a continuing committee

There has been too little time for this committee to study the many implications of this assignment. Therefore it is their recommendation

that a special committee with representatives from the directors, county agent, home demonstration agent and club agent divisions be authorized to:

1. Assemble and interpret the plans and procedures now carried by the Northeastern States in the field of relationships.
2. Consult with experts in the field of personnel relationships either from industry or the educational field as to procedures best suited to the program of extension.

Attention was called to the fact that the extension supervisory staff in some States have held or are arranging to hold a conference on Job Relations Training (JRT) with representatives of the Federal Extension Service. We suggest that other States give this careful consideration.

EXTENSION DIRECTORS' ROUND TABLE

The discussion Friday morning revolved around the problem of "The Responsibility of Extension Directors in Developing Extension Supervisors." *

In many States supervisors, especially county agent leaders, have been given other assignments and so have accumulated an overload. Some States have met this problem by appointing assistant leaders. Personnel problems constitute a special type in which special assistance may be desirable. The need for planning (land-use and post-war) is another job in which the supervisor is greatly concerned; the extension economist is a natural source of help. In small States the plan of rotating county agents as an assistant leader has possibilities of help.

There is need for better training of supervisors. There is also need for developing a family-type of cooperation among the supervisors. The willingness of Washington to accept a unified State Plan of Work offers an opportunity to integrate our programs. Three States have thus far done this. Such a plan should not be just a compilation but a unified manuscript. It can be mimeographed, supplied in quantity to Washington, and circulated among the whole State staff. The Plan of Work should operate in the same way as the development of "leader" bargains in a chain store system: certain projects featured for a definite period.

It was pointed out that many county agents and specialists are doing a "day-by-day" job without enough planning. They may be doing simple jobs of an errand type which they like to do but which could be delegated to less expensive help. How to delegate, what are the factors involved in delegating, what problems can best be delegated - these are important matters to be analyzed.

There has been a trend in many States during the past year toward getting county agents to find ways out of getting away from old routine and to recognize the need for better planning. A long-time program is desirable,

* To aid in this discussion a summary of "Supervisory and Administrative Set-up in Twelve Northeastern States" was distributed at the conference.

dropping a project when it has been generally accepted as a practice. The supervisor needs to sit down with the county agent (away from his office where he will not be interrupted!) and quietly plan.

The "Gallup Poll" type of research can be of help to us in analyzing our problems.

The discussion Friday afternoon centered on "Some Post-War Problems of the Extension Service."

1. What modifications may be desirable in the State and county organization through which extension work is carried on?

Present supervisory staff, in the average ratio of 1 supervisor to 12 to 15 agents, is thought to be about right. But some States need "agents-at-large" to fill emergency needs (sickness, vacations, special jobs, etc.) in State and county offices. Some States should give greater recognition to information and public relations service and to the importance of radio broadcasting. There is need for study and analysis of present organization from the standpoint of adequacy and efficiency under present conditions and in the light of post-war problems.

2. How can the Extension Service further an expanding program

- a. In content, such fields as housing, health, marketing, forestry.
- b. In people to be served, such as older youth, veterans and industrial workers who wish to engage in agriculture, people in urban areas.

The group favors:

- a. Expansion to include housing, health, marketing, forestry and other subjects to meet needs and interests.
 - b. Giving special attention to veterans and industrial workers who wish to engage in agriculture.
 - c. Expanding educational services in agriculture and home economics to include interested persons in village and urban areas.
3. What adjustments are needed in extension budgets in order to do a creditable job in the post-war period?

Need more funds to build up county office staffs - more assistant agents.

4. Older Youth

On the recommendation of the 4-H Club supervisory group, the Extension Directors approved a Northeastern States conference on Older Youth programs and working plans with one or two representatives from each State.

Director Fry will appoint a committee to plan the conference program.

ROUND TABLE COUNTY AGRICULTURAL AGENT LEADERS

- I. How shall we evaluate the work of the county agricultural agents?
 - A. Some work on evaluation of agents and their work has been done in all of the Northeastern States.
 1. Evaluation of agents for salary scale and promotion purposes.
 2. Evaluation of agents in regard to strong and weak points.
 3. Some material has been provided agents to be used by them in self-evaluation.
 - B. Suggestions for further evaluation of agents and their work.
 1. Does the program of work fit into the county?
 2. Has the agent been able to fit the many programs together into an agricultural program in his county?
 3. What progress has been made.
 - a. Are the agent's teaching methods satisfactory?
 - b. Have the practices recommended been adopted?
 - c. How many local leaders have been developed in the county?
 4. Get viewpoint of people with whom agent works.
 5. Spend some time with agent in the field observing how he works (go without brief case, forms, questionnaire, etc.)
 6. Get reaction from specialists.
 7. Study and analyze agent's reports.
 - C. It was generally agreed that it was more important for the supervisors to provide the material to be used by the agent in evaluating his own work than it was for the supervisor to evaluate him. It was suggested that
 1. An evaluation sheet be prepared and made available.
 2. Study and research in extension be promoted to help with this problem.
 - D. An appraisal of a new agent's work soon after he gets on the job is highly important.

- II. What factors should be considered by the county agricultural agent leader in measuring the effectiveness of his own work?
- A. Suggestions for evaluation of county agricultural agent leader.
1. What are my objectives for agriculture and for extension?
 2. Do I have a well developed plan and do I use it?
 3. Do I meet the questions that county agents raise?
 4. Do I make the county agent's job easier?
 5. Do I get acceptance of my proposals?
 6. How do I use specialists in developing and carrying out my supervisory program?
 7. Am I able to maintain the morale of the agents I supervise? Am I definitely interested in their welfare?
 8. Do I promote good relationships among county personnel and others with whom the agent is associated?
 9. How well do I keep the Director informed as to county situations?
 10. Do I let county agents fail because of myself?
 11. Am I progressive in my thinking?
 12. Am I challenging to the agents?
 13. How well do I plan with the agents and not for them?
 14. Can I recognize problems?
 15. Do I maintain contact with other organized groups in county?
 16. Am I cooperative with other extension supervisors?
 17. Am I able to make sufficient contacts to know what is going on in the county?
 18. Are you satisfied with your relationships with the counties?
 19. Do you have a desire for self-improvement?
- B. The effectiveness of the supervisor's work is determined by the results obtained.
- C. Score card for evaluating supervisors and their work would be helpful.
- D. It may be helpful to have agents rate supervisors.

- III. What methods of in-service training for county agricultural agents are effective?
- A. Annual conferences with training program planned.
 - B. District conferences and county office conferences.
 - C. Leadership or other special studies.
 - D. Use of specialists - training agents for specific jobs.
 - E. Keep agents up-to-date by furnishing reports of latest research at college.
 - F. Furnish background material from all specialists.
 - G. One week school at college annually.
 - H. Special training sessions for commodity groups.
 - I. In-service training handbook.
 - J. School for new workers after they have had some actual experience in the field.
 - K. Job instruction training.
 - L. Job method training.
 - M. Advanced study.
- IV. What is the county agricultural agent leaders' responsibility in determining agricultural programs in the county?
- A. Provide the stimulus to see that there is a definite program.
 - B. Assist in developing program planning technique whether on a commodity, community, or other basis.
 - C. Help the agent in program building by:
 - 1. Securing correlation between specialist and agent.
 - 2. Arranging for preparation of background information from the college.
 - 3. Helping to prepare and interpret county factual information.
 - 4. Discussing with agent plans and methods used in other counties.
 - 5. Soliciting aid from sociologists and others in related fields.
 - 6. Helping to arrange for participation of local leaders.
 - 7. Criticising constructively the procedure followed by the agent.

- D. Develop integration of farm and home activities.
 - E. Provide for flexibility in program so as to shift emphasis in view of new situations.
 - F. Arrange for integration with program of adjoining counties in case of regional problems.
 - G. See that no essential work is omitted.
 - H. Arrange for consideration of issues that are broader than county problems.
 - I. Help stimulate services which increase effectiveness of programs such as spray rings, community seed cleaning equipment, services of local dealers, etc.
 - J. Emphasize need for organizing such services so that they will run themselves as soon as possible and enable agent to move on to new endeavors.
 - K. Help agent to focus attention upon some one or two major problems.
 - L. Maintain follow-up to see that program is carried to completion.
- V. An evaluation of the organization for carrying on extension work with farmers in the various States.

Patterns in extension organization seem to have developed in the respective States according to State needs and desires and apparently provide a suitable framework for conducting extension work in the respective States.

Time did not permit definite conclusions with regard to this evaluation.

VI. Research in extension.

- A. Some decentralization of the splendid research conducted by the Washington office is desirable.
 - 1. State workers should be encouraged to conduct more research locally.
 - 2. Extension personnel on sabbatic leave should receive more guidance and counsel in research techniques and procedures and have access to library facilities.
 - 3. Provision should be made at one or more of the colleges in the Northeast for a qualified person to head up extension research. Research facilities should be provided and consultants and advisers made available.
- B. There is some evidence that research already conducted, even though on a limited scale, gets close to the problems of the people and removes much of the guesswork in arranging for solutions.

C. Areas where more research is needed include:

1. Approaches in program building.
2. Extension methods, especially as to relative cost and effectiveness.
3. Qualifications of persons employed in extension work.
4. Newer techniques for education in citizenship and related subjects.

D. The following resolution was adopted:

"The supervisory group recognizes a very definite need for more research in extension and recommends that serious consideration be given by the Directors to make more adequate provision for such research."

VII. Meetings of county agent leaders.

At considerable expense, county agents are brought together into frequent conferences for training.

Very little training for extension supervisors is provided.

Frequent conferences of county agricultural agent leaders are desirable. Meeting places may be rotated among the States.

A motion was passed requesting the Directors to permit an annual meeting of the county agent leader group.

The secretary was directed to include the motion in the round table report and to send a copy to the chairman of the Northeast Directors' group.

ROUND TABLE HOME DEMONSTRATION SUPERVISORY STAFF

I. Progress Report of Standing Committees

(Editor's Note: At conferences with State Home Demonstration Leaders in the Eastern States in the spring of 1944, it was decided to set up some standing committees to consider specific problems with which the State Leaders are concerned. These committees made a progress report at the Friday session.)

Committee 1. Personnel Selection and Recruitment

The committee reported that it has become increasingly difficult to locate competent women for home demonstration work. There are a number of reasons why this is true.

1. Salaries.

The salary offered in some counties is often less than a well trained person with some experience is willing to consider. It is less than

she can command in other fields. The home demonstration agent is required to purchase a car whereas that investment is not necessary in some of the other fields that are open to her.

2. Length of working day

The extension worker is required to put in longer hours than home economists in other fields. Vacations are shorter.

3. Agencies concerned with recruitment and placement of home economists lack knowledge of extension's needs and opportunities. The personnel data regarding candidates sent out by many of the placement bureaus are quite inadequate.

Another problem is concerned with the attitude of county committees who pass on applicants for home demonstration work in the county. When confronted with a choice of a well trained person with some maturity and a young inexperienced person, the tendency is to choose the latter. Frequently, it is found that the young person lacks the experience and judgment needed to cope with the problems with which she is confronted. This is especially true in urban counties where the problems are often very complex.

Some of the solutions suggested for these situations are as follows:

1. Acquaint college students with the opportunities for home economics trained people in the home demonstration field and provide opportunities for students who are interested to have some field experience during the vacation period between their junior and senior years. Maine is experimenting with such a solution this summer.
2. Make definite plans for representatives of employment agencies and heads of personnel departments in colleges and universities to have some first hand acquaintance with the work of the home demonstration agent. Some of the State Leaders have arranged for these representatives to visit county offices and to attend one or more field meetings sponsored by the home demonstration agent.
3. It was suggested that a better type of application form is needed for candidates for extension work.
4. Make an effort to secure more equitable salaries for home demonstration agents and to give them salary increases as merited.
5. It was suggested that county and State workers make a point of contacting representatives of high school home economics clubs to acquaint them with the opportunities in the home demonstration field. It was also suggested that home economics extension workers make it their business to attend district and State home economics association meetings and thus make contacts with prospective candidates for home demonstration positions.

6. Give careful consideration to methods of acquainting county committees with the requirements of the job and the qualifications to look for in candidates.

Some of the points made in Committee I were discussed further in the round table. The importance of having adequate office space and facilities was stressed, as was the need for arranging for vacations and for providing security of tenure.

Committee 2. Induction Training of Home Demonstration Agents

(Editor's Note: The original assignment of this committee was the pre-service training of home demonstration agents. At the June, 1944 meeting of the American Home Economics Association, the Extension Department of the A.H.E.A. voted to include the training of home demonstration agents as an important feature of the program of work for that department for 1944-45. Three subcommittees have been appointed. One subcommittee is concerned with pre-service training, a second of which Miss Billings is chairman, is to consider induction training, and a third is to consider in-service training of home demonstration agents.)

The chairman gave a progress report of the activities of the committee to date. The State colleges in the twelve Eastern States have been circularized as to the present status of pre-service training of home economics Extension workers. It was found that colleges in several States in the area have from time to time given a pre-service course in Extension methods. For some time, Massachusetts State College has scheduled such a course which has been taught by members of the Extension staff.

It was requested that this committee be continued.

Committee 3. Extension Reports

The committee made the following recommendations:

1. That the objectives of county monthly and annual reports be restated so that agents may understand more clearly the purpose they serve.
2. That an effort be made to standardize the definitions of terms used in the reports.
3. That supervisors make more use of reports in supervisory conferences; in giving publicity to Extension work.
4. That there be a closer correlation between plans of work and reports.

It was suggested that this committee be continued.

It was also suggested that it might be desirable to have a joint committee made up of representatives of county agricultural agent, 4-H Club, and home demonstration leaders to consider ways of making reports more effective.

II. Supervisory Problems in Urban Areas

(Editor's Note: The group considered this problem an especially important one inasmuch as so many of the emergency war food conservation workers in the Eastern States are located in urban areas.)

This topic was discussed under the following heads:

A. Considerations in developing the program

Before inaugurating a program in an urban area, it is important to learn the characteristics of the area and the manner of living of families. It is important to know the resources of the community.

While it is recognized that many of the problems confronting urban families are similar to those of rural families, the method of attacking the problems may be quite different. There is less tradition of sharing among people in urban areas and it is often more difficult to find volunteer local leaders.

Press, radio, and exhibits have a relatively more important place as teaching media. Information centers, consultation centers have been effective in some urban communities. More consideration must be given to a study of the places where people are apt to congregate and then holding the meetings, conducting the demonstrations, or placing the exhibits in these places.

It was pointed out that the program developed by an emergency worker was quite different than with a permanent worker. With the latter, the objective is to build a sound educational program and to stress the development of capable volunteer leaders. With an emergency program where the worker is employed for a specific job, the emphasis must be placed on getting that job done.

B. Personnel

The urban worker faces more competition than the county home demonstration agent. She must have considerable organizational ability, be a versatile person with broad interests. She must be able to work with people of various income levels and of different nationalities.

C. Organization

The experience to date would indicate that there is no one best type of organization of work in urban areas. In some cases, the urban worker has been a member of the county extension staff. In other cases, she has been housed with the Office of Civilian Defense or with the Chamber of Commerce.

Some urban workers have found churches to be very effective agencies with which to work. Others have carried on their work through the council of social agencies or through the visiting nurse association. The Parent-Teacher Association has sponsored the work in some centers.

It was the opinion of the group that even though the work is on a temporary basis, it is desirable to have a supervisory committee of representative citizens in the community to counsel with the worker and to give her local support.

There was some discussion of the relation of urban work to local nutrition committees. It was the consensus of the group that there were many problems in this area that needed further consideration.

III. The Role of Volunteer Leaders in the Home Economics Extension Program for Homemakers

(This discussion was a follow-up of the discussion of Committee III with special reference to the home demonstration program.)

Most of the States reported using leaders to teach subject matter. Miss Kellar reported that in Maryland, the use of local leaders as teachers was so well established that the homemakers were quite as willing to attend a demonstration given by a well trained local leader as to attend one given by a home demonstration agent. Pennsylvania does not use leaders to teach subject matter but has done a good deal to train leaders to function in other capacities. A State committee on leadership has been set up. New York State has probably done more than any other State in the region in training local leaders to assume teaching responsibilities.

Several States reported that some very good leadership has developed as a result of the neighborhood leader program. Maine reported that they had been especially successful in Aroostook County in connection with the canning and health program in that area.

IV. Evaluation of the Organization for Carrying on Extension Work with Homemakers in the Various States

Preliminary to the conference, each State Leader had been asked to summarize the organization for carrying on home economics work in her State. These reports were tabulated and formed the basis for discussion with the group. The summary revealed that there was considerable variation in the organization from State to State. In some of the States, a very complete organization has been set up. In others, the organization is quite informal.

It was suggested that each State Leader make a further analysis of the organization in her State to consider what modifications if any were needed in order that it might function more effectively.

ROUND TABLE 4-H CLUB SUPERVISORY STAFF

I. A Rural Youth Program for the Extension Service

Director Bevan of New Jersey in his capacity as consultant to the round table said, "4-H Club work is the foundation of extension work. 4-H Club agents should be recognized on an equal basis with other extension agents. Club agents take their work as a career and not as a stepping stone.

Salaries should be on the same scale as other agents in the county. Club work has to take on larger jobs than ever before. Club agents must tackle these larger problems. Club work must teach rural youth to be better citizens. 4-H Club work will show the way if given the responsibility and opportunity. 4-H Club work must develop rural leadership."

E. W. Aiton, Assistant State 4-H Club Leader of Minnesota, reported for the Land-Grant College Rural Youth Committee. He highlighted the background information about the situation of rural youth in the United States. He also read the tentative report of the Rural Youth Committee as submitted to the Land-Grant College Association subcommittee on extension organization and policy.

The group commended the action of the Rural Youth Committee and offers complete cooperation and assistance with the plans developed.

The chairman then called for brief reports from the States as to what extent they were reaching older rural youth and how they were doing it. These reports showed that most of the States had made a good beginning before the war. However, wartime conditions have largely curtailed this phase of the 4-H Club program. It was brought out that there is need to serve now the youth who are deferred on farms, those who have been returned from military service, and those that have been released from industry. Rural young people look to the extension service to help them. The group recognizes the opportunity for extension leadership in this field

It was recognized that each State would have to consider ways and means of bringing its resources to bear on this problem.

The group voted unanimously to recommend to the Directors of the Northeastern region that a conference be held as early as practicable this fall for the persons in the Extension Service charged with or interested in older rural youth programs.

The purpose of the conference should be:

1. To determine post-war problems of young people, taking into consideration youth returning from military service and war industries.
2. To review the programs now under way.
 - a. Find out what works.
 - b. Find out what doesn't work.

The afternoon session presented the following reports.

The Committee on In-service Training emphasized training schools, apprenticeships, and further study of in-service training of agents.

The Committee on Training Leaders emphasized the greater need of training leaders in war time and pointed out the difficulties involved. These difficulties are being met in part by holding smaller district training meetings and by making greater use of letters and publicity.

The Committee on Evaluation pointed out the need for making greater use of the information contained in reports as a means of evaluating the work of agents. It was decided that if necessary a committee be appointed to study this subject further.

The Committee on Relationships stressed the supervisor's responsibilities in the field of relationship.

The Contribution of Psychology to Extension Supervision

By

Dr. Paul J. Kruse
Professor of Rural Education
Cornell University

Editor's note: Following are some outlines which Dr. Kruse used in his discussion

Learning, Teaching, Principles and Practices

I. Education:

1. The production of changes in human behavior
2. As in all other forms of production this includes
 - raw materials
 - tools
 - a product
3. In education
 - the raw materials are human behavior
 - the tools are whatever is used to stimulate and direct human behavior
 - the product is the resulting change in behavior
4. In education changes in behavior may be usefully classified as
 - changes in things known: knowledges
 - changes in things done: skills
 - changes in things felt: attitudes

II. Teaching:

1. Planned procedure to promote education.
2. Setting situations so as to get behavior that will result in the desired changes.
3. This implies
 - understanding of human behavior
 - skill with appropriate tools
 - clarity as to the product desired in terms of changed behavior

III. Learning:

1. Behavior through which changes in behavior are achieved.
2. The process whereby an individual through his own activity becomes changed as to his behavior

The Job of the Supervisor

I. What is supervision?

- Literally: super = over, above; videre = to see; to over-see.
- In current usage
 - In truly literal sense: Supervision is overseeing.
 - "Supervision is the art of selecting, developing, coordinating and directing assistants to secure desired results."
(Definition agreed upon by supervisors in the Personnel Division of the A.M.A.)
 - In education - Supervision is the direction and critical evaluation of instruction.

II. What is a supervisor?

- "Any individual who has subordinates reporting to him."
Alfred M. Cooper, How to Supervise People, p. 2
- "A person . . . who represents the connecting link between the management and the workers. He is the sub-executive next in line to the working force. The term may include such titles as foreman, forewoman, gang boss, overseer, section chief, etc.
.....
He alone has intimate personal touch with those who do the work."
R. O. Beckman, How to Train Supervisors, pp. 3 and 4.
- "With the responsibility of the foreman focused upon the three important phases of plant organization, i.e., human relations, production, and training, the old-time "boss" becomes in reality a supervisor
- "Today's foremen are in every sense of the word industrial managers. Their functions differ from those of the higher executive staff only in the matter of scope." Charles Reitell
Training Workers and Supervisors, p. 70.

III. Assumptions

1. A supervisor is a superior proven workman in the area in which he serves.
 - e.g. A supervisor of the work of engineers in airplane design is himself competent in this field.
 - N.B. He may not be expert in all the specialized aspects of the area. He is qualified to readily become so qualified. We shall call this aspect of a supervisor's activities - technical work.
2. A supervisor has qualities which fit him above other workmen to influence the work of others toward greater efficiency. This goes beyond the technical ability referred to above. It involves influencing the behavior of others. We shall call this work involving human relations.

3. Skill in this area of human relations most commonly comes, on the basis of superior intelligence and general education, through broad experience
 - often promoted by keen observation and general reading
 - sometimes supplemented by systematic study.

N.B. Superior intelligence, advanced general education, and highly specialized training give no assurance of skill in the area of human relations.
4. In emergency situations proven workmen in a given area are often given supervisory responsibilities for which they have had no opportunity to become prepared, either through experience or informal or systematic study. In such situations it is assumed that some in-service, systematic though brief, study of the principles governing human relations may promote in some degree understanding and skill in this aspect of the work of the supervisor.
5. It is assumed that to be most effective in his technical work a supervisor must be familiar with the principles basic to the technical operations he supervises. Skill in their performance is not enough. So also in his human relations, it is assumed that he will be most effective in proportion as he understands the principles governing human relations. In his technical work he is thus able to evaluate in terms of engineering principles, procedures which in detail he may not himself perform skillfully. So he should be able to evaluate his own practices in the field of human relations and be intelligently critical of practices engaged in or proposed by others, in terms of basic principles.

N.B. It is this lack of treatment of basic principles of human behavior that makes so many of the popular treatments of "psychology" of little or no value beyond the area of their very special application.

IV. Problems

1. Set forth the activities of a typical day of your work as a supervisor. Be as specific as you properly can.
2. Indicate some of the more pressing problems you have faced as a supervisor, which you would like to have considered in relation to the principles of human behavior. Keep in mind relations with
 - workmen being supervised
 - those for whose work you are responsible
 - colleagues - fellow supervisors
 - those with whom you share responsibility at a given level
 - executives
 - those to whom you are responsible and who in turn are responsible for supervision of your work.

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Extension Administration*

By

Paul E. Miller

Director of Extension, Minnesota

In accepting your invitation to speak on Extension Administration, let me say at the outset that I am no authority on the subject, and that my status is strictly amateur. Very frankly, I expect to learn more than I can give. As I interpret my place on this program it is to stimulate discussion on ways and means of improving the techniques used in the administration of extension work. Few of us have been trained in the field of public administration. We have learned in the school of experience. More and more we will look to the experts in this field to provide guidance in our endeavor to develop sound administrative and supervisory procedures.

The science of public administration is becoming an expanding field of study and research. That extension administration is closely akin to other forms of public administration is indicated by the following statement made by W. A. Jump, Director of Finance for the U. S. Department of Agriculture, speaking before the Administrative Management Institute held at the University of Minnesota in 1942. He said:

"The increased volume, complexity of public programs and the involved relationships, extensive citizenship participation, etc., make the job of administration incomparably more difficult than heretofore."

Certainly every word of this statement applies with special emphasis to the present day administration of extension work. Extension has increased in volume; it has become more complex; relations have become more involved, and citizenship participation is on a broader scale than ever before.

These situations call for quite different approaches than were formerly required when the director and supervisors were directing groups of teachers and demonstrators. All of us, including our county extension agents, are now engaged in organizing far flung programs, many of them quite outside the field of education. We are all directing the work of others, training leaders and handling involved relationships. It is for these reasons that we are considering the techniques of administration and supervision more and more in our present day extension conference.

The Administrative Area

We have usually included in the administrative area -- organization -- over-all planning--staffing--training--directing--coordinating--relationships--reporting--budgeting--advice and counsel--and more lately I would add research. Perhaps these are not in their proper sequence and there may be others you will wish to add. Collectively these functions encompass the general

*Read before the Eastern States Conference on Extension Supervision, New London, Conn., September 7, 1944.

field of administration, and upon the successful operation of each individually and all together as an integrated whole depends the effectiveness of the extension program. Because of the multitude of detail, no administrator can make all the decisions, perform all of the tasks or personally direct all phases of the administrative organization. Should he attempt to do so, he soon would become lost in detail and lose his perspective for the larger job of over-all guidance and direction. Of necessity we have gradually built up our administrative staffs and have delegated to them the carrying out of policies and procedures once determined. I am not so sure that our administrative staffs are either large enough or sufficiently inclusive to carry out adequately the present day tasks of administration. Certainly successful administration is now dependent on the ability of administrative staff members to handle their assignments and their capacity to turn out work.

Staff and Line Organization

Students of public administration break down the delegation of administrative functions on the basis of staff and line organization, the former referring to functions that involve staff participation and the latter to the delegation of responsibility in a fixed line. In extension we use both and sometimes it is difficult to tell where one begins and the other leaves off.

As a general rule we use staff organization in matters of organization planning, training, coordination and integration, and relationships. Here the Director seeks the counsel of his administrative assistants, supervisors and State leaders. These people make up his general staff. Collectively they formulate the over-all view, determine the larger goals and coordinate the activities of the entire staff to carry out the purpose of administration.

Delegation of Administrative Functions

Once we have made our plans, formulated our policies, staffed the organization and set up the necessary budget controls, we begin to delegate responsibility. In the delegation of responsibility there appears to be a growing tendency to use line organization in extension administration, especially as the work is carried to the counties. To the supervisor is delegated certain specific administrative tasks:

He is held responsible for county finances and budgets.

He is held responsible for recommending personnel for county positions

He is held responsible for relationships within the county office and for relationships between the county staff and the people of the county.

And finally, he is responsible for the guidance of the county program and the work plans.

The first three of these may be classified as administrative. The last is supervision, as we use the term in expressing the primary function of the supervisor. Some may raise the question whether extension supervisors should be performing all of these functions, and whether it could be expected that they do all of these things well.

My observation is that we rate rather high on finances and budgets and reasonably well on relationships. We are doing rather well in personnel selection and training but a less satisfactory job of county planning and execution of work programs. Fundamentally, this latter function is the primary and all important job of supervisors. This is not intended to be a criticism of supervisors. I fully recognize that they too often have so many administrative chores on their hands that they cannot do a thorough job of program supervision. Furthermore, they are in most instances men and women who were selected because they were successful agents and were never trained for their jobs of supervision. They have had neither the time nor the opportunity to study the fundamentals of effective supervision. As administrators we are at fault in not facing this situation squarely and moving for that kind and quantity of assistance that will strengthen supervisors and thus expedite effective supervision.

Delegation of Responsibility in Counties

One of the first steps is to relieve the supervisors of administrative chores as far as possible. One step in this direction is to fix definitely more responsibility in the county office. Some States have made the agricultural agent the county director of extension work and have given him that title, - others have placed him in charge of the county program without such title. This permits administrative responsibility to run in a straight line from the director to the supervisor to the county agent. Thus the county agent in his county is responsible for the county budget and finances, office management, selection of office personnel, relationships between co-workers and between the county staff and the people in the county. He assumes responsibility for the over-all extension programs, counsels with his co-workers and aids them in achieving their objectives.

As county personnel has grown in recent years, this type of line organization has revealed much to commend it. In our own State we have found that it lightens the load on supervisors and works out to the best interest of the entire program. I know objections can be raised. Occasionally we have agents who are hardly capable of serving in this capacity. But our net result since adopting this plan has been that we have fewer relationship problems among workers, greater interest on the part of the county agent in the program of the 4-H Club agent and the home agent than we did when he was responsible only for his own agricultural program. Consequently supervisors are spending less time on purely administrative details and more time on program supervision. It should be added that this plan of county administration once it is adopted must be thoroughly understood by the entire staff and have their full support.

Improving the Quality of Supervision

Supervision has been defined as the management of personnel to carry out the purposes of administration. Thus the administrator has a vital interest in his supervisors and their work. Upon their effectiveness depends much of the success of extension administration.

The quality of supervision and how he can assist in its improvement are questions that are always uppermost in the mind of an extension director. They are joint matters of concern between him and the members of his supervisory staff. I have discussed this subject with both directors and supervisors, and find some quite uniform thinking on some things that an extension director can do to assist supervisors in making their work more effective. Among the suggestions most frequently mentioned are:

1. By clearly defining program objectives and having the blueprints and specifications fully worked out before programs are initiated. This applies to programs launched in a State-wide manner such as we have been having during the war years, as well as to county programs of work where much of the planning depends on local determination and application. By starting with a clear-cut plan and knowing the end results to be accomplished, both supervisors and agents can move forward in the direction of program accomplishment in an intelligent and constructive manner. Sometimes I think there are too many loose ends to much of our planning, and that we go to the field without our work outline fully developed.
2. Once the work plan is well outlined and thoroughly understood, the supervisor may need additional help if he is to do an adequate and effective job of supervision. A few examples may illustrate the point I am trying to make. Recently we were asked to use our extension organization in Minnesota to maintain and increase, if possible, milk production. War food emergency funds were made available, and war food assistants were appointed in a considerable number of Minnesota counties. After the program was organized and the plan developed, it became the supervisors' responsibility to outline it to the agents and with them to contact and solicit the support of local dairy interests; to select men for these positions; to give them training for their work, and to integrate their activities with the county extension program. This alone was a full-time job for any supervisor for a considerable period of time. To assist him in launching this program, three members of the dairy specialist staff were loaned to our three county agent supervisors. Acting for the supervisor they called together the dairy interests of each county, outlined the program, and formulated plans for county-wide participation. They discussed with local groups suitable candidates for this work, with the final selection being made by the supervisor. Following this, agents and assistants were brought together for special training sessions on how to get the job done. As long as the program is in effect, the supervisor will have the assistance of a dairy specialist in carrying out these supervisory and administrative responsibilities for this particular program.

Another instance in quite a different category is in the field of supervision of office organization and county clerical staffs. We have been plagued by a constant turnover of office assistants. Both supervisors and agents have been handicapped by this situation. Obviously neither the supervisor nor the agent has the time to do the training job necessary to get new girls established in as short a time as possible. To assist supervisors and agents in this work, we took one of the most efficient county office assistants we had, and loaned her to the supervisors to make the rounds of county offices where new girls were being employed to give them the necessary training and assistance in getting started in their jobs. Through this means the supervisor and the agents have been relieved of considerable detail work and county clerical work has been upgraded materially.

3. A third means of improving the quality of supervision is through the adequate training of county personnel to carry out extension plans and programs. Here the director has an opportunity to give the supervisor some definite help. More and more, members of the specialist staff are being used to train agents in specific subject matter areas. The work of the specialist can be reinforced by drawing upon members of the teaching and re-research staff. The training of agents at district conferences for special jobs strengthens the arm of the supervisor in working with his agents on program accomplishment. A close working relationship between the director's office and the heads of the various subject matter divisions in his college is essential to the full utilization of research and teaching staff members in the training of extension agents.

4. As the problems of supervision multiply, and the demands upon his time increase, the supervisor needs assistance in helping him to analyze program results. During recent years there has been considerable discussion on the part of extension directors regarding the need for a well-trained analyst as a member of the extension staff. When we are talking about the extension director's responsibility for improving the quality of supervision, perhaps there is no more effective means of its accomplishment than through the addition of such a worker to our extension organization. I will not dwell upon the means whereby a research worker of this type could aid the supervisor in improving the quality of his work, as I believe it is self-evident. What I am trying to do is to point out the need for assistance of this kind.

There are other means by which the extension director can assist in improving the quality of supervision, that I assume we are all in full agreement on. An overworked supervisor cannot deliver the quality of supervision of which he is capable. A supervisor who has difficulty in contacting his director is working under a definite handicap. A supervisor who cannot have the services of his director in attending district

training conferences of agents, and in having his assistance in maintaining the "esprit de corps" of his workers is also handicapped.

While we will all grant that these statements are self-evident, too often the director is so deeply involved in so many things that he finds himself limiting the time that is available to his staff members and supervisors. Too often he is limiting his contacts with county extension workers and is becoming isolated from the people who are responsible for the extension program. If we are to assist supervisors in improving the quality of supervision, the first essential is devoting enough of the director's time to the things that come first in making the entire extension program move forward.

Have we as extension directors made county program supervision a matter of intensive study and have we worked at it with our supervisors? How often we get the report that "so and so is doing a nice piece of work, the people like him", etc. That is always comforting news, but is it program supervision? Every supervisor has some agents who are directing well-rounded county programs with a working leadership based on a work plan that builds towards the longtime objectives of the county program. Then we have all intermediate grades. True, the capacities of both agents and supervisors vary. The complexion of the people varies from county to county. Situations are different and what works well in one county may not do so well in another. But these are not the final answers. They are only problems for administrators and supervisors to go to work on rather than to learn to live with.

Industry has used with success the rating scheme of analyzing, classifying, and grading their personnel. In a sense it is a cold-blooded approach, but there is no denying that it can probe our methods, establish a basis for analysis of our work and those who work under us. I raise the question whether it is feasible to set up a rating scale for county extension work, compare programs in detail county by county, and then concentrate our supervisory effort on the basis of such determinations.

Measurements of Administration

Back of efficient supervision must be clear-cut administration. At the extension administration institute earlier referred to, Mr. Jump proposed the following standards of measurement for administration.

1. Is full participation of staff arranged for in developing policies and plans?
2. Are the long-term objectives of extension well-defined and understood by all workers?
3. Are work plans geared to the long-term objectives?
4. Are work plans spelled out as definitely as possible, both as to quality and quantity?
5. Are organization, staffing, and budgeting adjusted so as to meet the work plan most effectively?
6. Is responsibility definitely assigned?
7. Are terminal facilities for work plans arranged for?

8. Is everyone familiar with the plan in general and in particular with their part of it?
9. Is reporting adequate?

Since extension work is a cooperative undertaking with federal, state, and local participation and since we are working under state laws that vary from state to state, it is to be expected that the pattern of administration will vary accordingly. But whatever the pattern, the above questions are pertinent to successful extension administration.

Importance of Personnel Selection

After all, the plan is only as good as the man who works it. The success of much of our administrative and supervisory effort is largely dependent upon staffing our organizations with men and women capable of doing high-grade work. I would put the function of staffing and personnel selection as one of the most important tasks of administration. On our success here will largely depend the end results of our entire program. A supervisor who trains himself to select the very best man for a county agent position will smooth the path of supervision after the man is on the job and greatly lessen his work--whereas, a man not as capable will require vastly more of the supervisor's time and the results will never be as satisfactory. While the job of selecting county personnel must be delegated in a large organization, I question whether it can be entirely so. Speaking for myself, I want to know about the qualifications of the men and women our supervisors select for county agent work. I want to meet them personally because I know that the success of our Extension program in the final analysis will depend upon the men and women who are doing the extension work in the counties.

In-service training of the staff at all levels is an equally important task of administration. Pre-induction training programs have been worked out on a highly satisfactory basis in many states. Through such programs we move with reasonable assurance in placing men and women in permanent county positions. Of course, the war has disrupted much of this program--candidates are scarce and training periods have of necessity been lessened. This situation we can assume to be only temporary. Our great concern must be that we do not lose ground in the meantime.

Extension workers are essentially educators. Subject matter changes, methods change, emphasis shifts and new activities are added--all of which call for an alert and consistent plan for in-service training at all levels. New techniques of doing the job are always needed. Strange as it may seem, industry has led the way in developing this field with their Training in Industry programs. We have not yet fully realized the importance of much of this work and its potential effect upon our own methods. While training is not the subject of this paper, it is an integral part of administration and supervision and every resource at our disposal should be used to keep our workers abreast of the times. This does not just happen. It must be a definite part of our planning.

Perhaps the most neglected group in this respect is the supervisory staff. We have many training sessions for subject-matter specialists, but rarely do we bring in people to work with our supervisors who have made contributions in this field. Fortunately, there is an increasing interest among extension administrators and supervisors in self-improvement for their jobs. A milestone in this effort was the Extension School for Administrative Management held at Minnesota in 1942. Here 56 extension workers from 26 states spent 10 days in concentrated study and discussion. They were guided by some of the leading students of public administration and they had the benefit of several administrative specialists from industry. Out of these discussions on the theory and practice of public administration came some excellent committee reports interpreting this knowledge to extension administration. The benefit of this training has been reflected, I am sure, in every state represented at the institute.

We need more of this type of training in extension. We owe it to ourselves and to the public whom we serve and the tax-payers who pay the bills. It is a direct responsibility of extension administrators to see that such training is made available on a sustained and systematic basis as soon as emergency limitations on time, travel, and personnel are no longer in effect.

Finally, the end result, the worth-whileness of all of this administrative effort will be measured by its contribution to the welfare of farm people, based on the changing of attitudes and the increased acceptance of those principles that make for the betterment of rural living. In recent years we have gone far afield. We have been called upon to manage many jobs of diverse nature. We have done them well and rendered needed and useful services. The question is, Are we being deflected from our true course? Are we so engrossed in service jobs that we look to them as our primary work and that of education as secondary?

A note of warning is in order. The Smith Lever law is as basic and as necessary today as when it was passed. And the bringing of the new findings of science to farm people is more important now than it was in 1914. The purpose of extension is education. If we lay down that torch, others will gladly pick it up. It is the first and highest obligation of extension administration to keep that fundamental objective always at the mast head of extension.

TODAY'S CHALLENGE AND OPPORTUNITY FOR EXTENSION WORKERS*

INTRODUCTION

I am happy and honored to be given the opportunity of addressing you this evening. It is no secret that the Extension Service, as found on the Federal, State, and county levels, is universally regarded by those who know as a very potent force for good in our rural life. This distinction has not come easily. It has resulted from decades of unremitting effort on the part of an extension personnel whose loyalty and devotion to country people have never once flagged.

Because of the effectiveness and goodness with which it has labored in the past, and because of the consequent high esteem in which it is now held, the Extension Service, I am confident, will continue to be a most influential factor in determining the nature and quality of our rural life. But if it is to be this, the people who formulate and execute the programs of extension must be alive to the challenges and opportunities which contemporary life affords. If they are not, it is reasonable to predict that the policies they devise and the activities they engage in will be out of touch with the lives of the people, and so will fail to exercise the influence which they otherwise would. That you are well aware of this fact is evident by the amount of time allotted in this conference to discussions concerning the programs of work which your various extension services ought to adopt.

The way in which my topic is stated, "Today's Challenge and Opportunity for Extension Workers," would seem to imply that there is only one challenge and one opportunity for extension workers today. In one sense this implication is erroneous, because the truth is that there are numerous problems and possibilities confronting extension people at the present time. In another sense, however, the implication is correct, because the fact is that there is one challenge and opportunity in the field of extension which today towers above the others in importance. The nature of this challenge, and the opportunity and problems it presents to extension workers is the theme of my discussion this evening. But first let me mention just briefly some of the traditional challenges and opportunities for persons engaged in extension activities.

SOME TRADITIONAL CHALLENGES AND OPPORTUNITIES FOR EXTENSION WORKERS

The Challenge of Educating Rural People in the Agricultural Sciences (including Home Economics) and in Improved Technique

The Extension Service, of course, has always been confronted with challenges and opportunities--these have been its very life-blood. And since it is essentially an educational agency, these challenges and opportunities have

*A talk delivered at the Northeast Extension Conference at New London, Conn., September 7, 1944, by Dr. George Dykhuizen, Department of Philosophy, The University of Vermont, Burlington, Vt. and Special Consultant, Northeast Region, A.A.A.)

been of an educational nature.

The Smith-Lever Bill of May 8, 1914 which established extension work in agriculture and home economics arose in response to the demand that the scientific knowledge so rapidly accumulating as a result of the work of the experiment stations be brought directly to the people on the farms and its principles demonstrated and applied to the workaday lives of farming groups. The challenge which faced extension people from the very start, therefore, was that of devising for rural people a program of education in fields relating to the science and technique of agricultural production and to home economics.

This was not always easy at first since farmers and their wives were frequently skeptical of ideas advanced in the name of science, and preferred to continue in their established routines. Opposition to the work of the county agent, the home demonstration agent, and the 4-H leader gradually melted, however, as results in cases where trials were made more than vindicated the claims of science. Today, the informed farmer and housewife on the farm turn almost automatically to representatives in extension for advice and counsel on problems pertaining to agricultural science and technique.

That this aspect of extension education will ever decline in importance is difficult to believe. Practical as well as theoretical interests will surely lead men always to desire additional knowledge of and control over the forces of nature, and the extension service will always be called upon to fulfill this desire.

The Challenge of Educating Rural People in Agricultural Economics

According to the terms of the second Morrill Act, passed in August 1890, instruction in the economic sciences was set down as a proper function of the land-grant colleges and therefore of the various extension services. The assumption behind this provision of the Act was that the practice of agriculture is to be viewed as a business as well as an art and that skill and industry in farm operations do not by themselves necessarily result in the commercial success of the farmer's enterprise.

Interest in farming as a business arose, of course, the moment self-subsistent agriculture gave way to commercial agriculture. But this interest did not materialize in a substantial program for instruction in agricultural economics until a little before the First World War. And, again, the Extension Service was called upon to supply the farmer with the data and information necessary for the conducting of a successful farming enterprise.

The First World War, and the severe agricultural depression of the 1920's and early 1930's, brought out sharply the economic aspects of the farmer's problem, and intensified the need for instruction in these matters. Today, recovery economy has given way to a war economy, and this, in turn, will give way to a reconversion, and then peace-time economy. These changes will pose enormous business problems for the American farmer, and, if he is to grapple with them in an intelligent way, he must be instructed as to the forces at work in the economic environment today. The prospect, surely, is not less but more and more emphasis on instruction in the economic aspects of agriculture.

The Challenge of Educating Rural People in Ways of Rural Living

In 1907 President Theodore Roosevelt saw the need of making a systematic and comprehensive survey of conditions in rural America, and appointed his "Country Life Commission." Up to this time, farm life in the United States had been pretty much romanticized in the popular mind: rural education in the notion of the "little red school house;" rural religion in the picture of the "little brown church in the vale;" rural work and recreation in the song about "Aunt Dinah's quilting party;" the farm child in Whittier's portrayal of the "barefoot boy with cheeks of tan;" and the American farmer himself in Emerson's statement that "The first farmer was the first man, and all historic nobility rests on possession and use of land."

The appearance of the Commission's report in 1909 gave a shock to many people. It revealed that life in many areas of rural America left much to be desired. The significance of the report, however, lay not so much in the fact that it exposed the conditions which existed in our country regions as in the fact that it regarded rural living conditions as presenting problems worthy of serious and systematic study by capable and scholarly minds.

In 1925 the Furnell Act was passed, broadening the field of experimental research so as to include the field of rural sociology. Under the Federal Emergency Relief Administration established in 1933, further advance in rural sociological research was made, and at the present time the Farm Security Administration is uncovering valuable data.

These developments supplied the Extension Service with another challenge and opportunity, namely, that of educating rural people in the ways of better living. That this type of extension work will continue and even expand will scarcely be disputed, I think, in view of the widespread interest in rural life and in view of the demand on the part of powerful farm organizations that forces be brought into action to improve situations which require it.

I have mentioned these traditional challenges and opportunities for extension people, because they reveal an important fact, namely, that extension service people, on the whole, have historically taken a very liberal and broad view as to what their educational activities should consist of, and have shifted their emphasis as conditions dictated. It is this flexibility of mind and action, I think, which has enabled the Extension Service in the past to grapple so successfully with the needs of the people they serve and which has brought them into the good graces of the people at large. Today, I am convinced, a new need has arisen among our rural population, and, if the Extension Service is to meet this need, it must again exercise that flexibility of thought and conduct which has traditionally characterized it. I believe that this new need can be brought into clearer focus if we view it against its historical background.

THE NEW NEED OF RURAL PEOPLE

Our Traditional National Faith

The faith in which most of us have been nurtured has been called by various names. Perhaps the terms liberalism, democracy and individualism are the

ones most familiar to us. The moral ideal for which this social philosophy stands is that of individual self-realization. The best life for the individual is that in which he is free and on an equal footing with others to realize his capacities, work out his purposes, and engage in whatever enterprises he finds congenial to his nature. The only morally justified restriction to an individual's liberties and opportunities is that which prevents him from encroaching on the similar liberties and opportunities of his fellows. So concerned is this philosophy with the individual and his rights that it has tended to view with suspicion all forms of social control and to regard them as infringements on the rights of the individual.

Being so distrustful of all forms of external restraint, it was expected that those who held this philosophy should maintain that the functions of government should be kept at a minimum. Government, according to this view, should play the same role in human society as does a passive policeman. It should be ready at all times to protect the life, liberty, and property of the individual, but for the rest it should stay out of strictly private affairs. The least government, it was believed, was the best government.

The form of government should be democratic. That is, sovereignty should rest with the people and government should always be with the consent of the governed. The people always retain the right to abolish any government with which they are displeased and to establish in its place one which will more adequately serve its purpose.

The argument of this political doctrine rested chiefly on the notion of "natural rights." These rights, according to John Locke, were life, liberty, and property. The philosophers of the French Revolution said that they were liberty, equality, and fraternity. Thomas Jefferson asserted that the chief ones were life, liberty, and the pursuit of happiness. These rights, it was believed, were bestowed on man by nature or nature's God, and were inalienable and inviolable.

The best form of economy, according to the philosophy of individualism, was that of free, private, individualistic, competitive enterprise. It was believed that private individuals, each freely striving for his own best interests and in vigorous competition with others, would bring about not only their own prosperity but also the general welfare of society at large. Enlightened self-interest and the good of all were somehow tied together in the very nature of things, so that the first automatically produced the other.

The presupposition of this thesis was the idea that "natural laws" existed in the realm of social relations just as surely as they did in the realm of material nature. If man would refrain from interfering with these natural social laws and would let them operate as nature or God intended, the result would be peace and prosperity for all. If free enterprise, free competition, and free bargaining were allowed to function as the natural laws of business, then the invisible hand of a benevolent Providence would see to it that the harmony and peace which characterized the motions of the heavenly bodies would characterize the economic lives of men also.

Most people believed that America had a "manifest destiny." That destiny was to hold aloft the beacon of liberty and equal opportunity to the unhappy and oppressed peoples of the world. America's duty was not to meddle in the affairs of other countries but rather to keep her own house in order, so that she could demonstrate to the rest of the world that her dream for mankind was no impracticable, Utopian ideal but an idea whose workability could be proved and established in fact.

Our Early Social Structure

Let me now point out briefly how our national faith worked itself out to make our earlier social structure what it was. With the rich resources of a vast new continent waiting to be exploited, government was inclined to give people practically a free hand in their economic enterprises. Consequently, business, industry, and agriculture were encouraged to extend themselves to the utmost and to enjoy the profits and rewards which their industry and resourcefulness won for them.

The small, competitive business, industry, or farm owned by individual proprietors or partners was the typical form of business structure. Since our culture was predominantly rural throughout the seventeenth and eighteenth and nineteenth centuries, it was the farmer who gave it its real tone and flavor. He was regarded as the truest embodiment of all those virtues which have been so esteemed in the life of America. More than any other single group the farmers of our nation were viewed as hard-working, thrifty, self-reliant, free, and independent individuals and the bulwark of our democracy.

The idea that enlightened self-interest would automatically result in general prosperity and welfare seemed to be receiving a beautiful verification. Schools, churches, and libraries were springing up throughout the land, and people in general felt that their potentialities were being realized and that their ambitions for themselves and their children were being fulfilled. Life to most people was good.

Throughout these years America kept her doors open to the oppressed peoples of the world and to those who wished to start life anew. Immigrants came by the millions, and, as encouraging words went back to the old countries, America came to be viewed as the land of liberty and opportunity. For the rest, however, America zealously guarded her aloofness, and severely limited her official relations with other countries.

Our Early National Health and Vigor

We find, then, that during the eighteenth and nineteenth centuries, the people of America were in that state of mind which is so essential a condition to the health and sanity of men and nations alike. It was that state of unconscious, unreflective energy in which our national faith was like the air we breathed—something taken for granted and made the basis of positive, vigorous, and assured action. Our national philosophy gave direction to our action, and our action gave added meaning and clarity to our philosophy.

We were convinced of the truth of our democratic faith and of the rightness of our American way of life. We were convinced that these were both firmly rooted in nature and human nature and were in accord with the demands of nature and of nature's God. Our lives, we felt, were in rhythm with the fundamental moral and natural laws of the universe.

The Emergence of a New Order

But conditions were not static in eighteenth and nineteenth century America. Change was all the time taking place, at first rather slowly and then more and more rapidly. The young and relatively small, weak businesses and industries began to grow into vigorous and lusty enterprises. Big industrial centers arose as population began to drift to the cities attracted by the jobs and opportunities which seemed to await people there. To meet the demands of an expanding economy new forms of business organization made their appearance. Individual proprietorship and partnership gave way, slowly at first and then at an ever accelerated pace, to corporations, pools, trusts, and international cartels of ever increasing size and power, till today corporations with assets of over a billion dollars are not uncommon.

Banking and insurance companies shared in this phenomenal growth. Commercial capitalism in which profits were derived mainly from the buying and selling of commodities gave way around the middle of the eighteenth century to industrial capitalism in which profits were made primarily from the manufacturing and selling of goods. Then, at the turn of the present century, when the amount of money needed to carry on the tremendous enterprises of corporations was greater than the corporation itself could provide, money was borrowed from banks and investment houses. The banker and financier became, as a consequence, interested partners in the management and ownership of the concerns in whose businesses they had invested. As their control increased, finance capitalism became the established order--and the financier the dominant figure in our economic life.

The organized power of capital was in time matched by the organized power of labor. Unions were organized on the assumption that individual laborers competing among themselves could not win for themselves the advantages which they could acquire through collective action on the part of a union.

With constantly improving techniques and with the general introduction of machinery, American agriculture, like American industry, became enormously productive. Throughout the eighteenth and nineteenth and the first part of the twentieth centuries, the farmers of America followed the traditional pattern of private, individualistic, competitive agriculture. Under the impact of the depression of the 1920's and 1930's, however, the 6,500,000 farmers of the country were induced to act cooperatively in matters pertaining to production, marketing, and soil conservation.

At the same time that industry was increasing in size and changing its internal structure, it was also changing its techniques and external character. Mass-production with its two corollaries, the division of labor down to the smallest detail and the standardization of parts, became the aim of big business. Such procedures brought about a high degree of specialization

in the field of production which, taken along with the widespread use of credit in the field of exchange, made the various parts of our economy profoundly interdependent; so that failure to produce in one field could tie up business in another, or financial difficulty in one area might cause financial insolvency in another.

In government the change has been from the liberal state with a hands-off policy to the social service state with a vast variety and number of functions. It is true that government in the eighteenth and nineteenth centuries was benevolent and helpful on occasion. It did erect tariff walls to protect domestic industries, and it did pass the Homestead Acts to help those who settled our rural areas.

But government today has become increasingly involved in business and in other affairs that formerly were the concern of private individuals or groups. It regulates prices for industry and agriculture; it sets minimum wage requirements and maximum working hours; it gives subsidies, and establishes tariffs, duties, and customs. It sponsors projects of resettlement, rehabilitation, housing, health, social insurance, unemployment insurance, old age pensions, etc.

Former President Hoover's Research Committee on "Recent Social Trends" said this:

"Governments in general have been increasing in size and power. The only other great social organization to compare with them in rate of growth are our economic institutions. . . . The variety of government functions is amazing, when all types of government are considered."

In the field of international relations equally remarkable occurrences have taken place. Better transportation and communication facilities have drawn nations closer together. Business has become increasingly international, and two World Wars have shown us that policies of aloofness or of strict neutrality as regards war are virtually impossible.

If, then, we wish to get a correct picture of our social and economic structure as it exists today we must recognize:

1. That group action has, for the most part, supplanted individual action in our national economy.
2. That the various parts of our domestic economy are interdependent.
3. That the liberal government of the eighteenth and nineteenth centuries is giving way to the social service state of the twentieth century.
4. That the various nations of the world are so economically and militarily inter-related as to render largely fictitious the notion that a nation can disassociate itself completely from the life of the rest of the world.

The New Need Among Rural People

These changes in our economic and social order and the rapidity with which they have occurred have left our rural people confused, as, indeed, they have left most other groups in our population bewildered. Farmers see a big discrepancy between the ideas which they have inherited from the past and the new practices into which circumstances have forced them. They still tend to think in terms of private, individual, competitive enterprise but find very little of it in their actual practice. They still have the idea that government should maintain a hands-off policy, but they find themselves subject to a large amount of governmental regulation and control in their daily lives. Many farmers still believe in the existence of natural economic laws, but they find themselves participants in economic plans and programs devised by men. Many farmers and their families continue to believe that this nation should not become involved in the affairs of other nations, but they see that the fortunes of this country are intimately and organically related to those of other countries. In short, farm people find that the new wine of today will not go into the old bottles of yesterday.

In most instances, people in our rural areas do not know whether they should permanently discard certain ideas and practices of the past and turn to the new or whether they should resist the new and hold fast to the old. Farmers, for example, recall the freedom and independence of action which formerly characterized their activity, and they contrast these with the group decisions and control to which they are now subject. But they also recall the ruinous prices and the resulting tragedies which attended their former unregulated economic life, and contrast these with the more just prices and greater opportunities which are made possible through joint action.

Weighing the advantages and disadvantages of the old and the new, our rural people are not always certain what stand they should take on various fundamental issues; they are torn between conflicting desires and loyalties. Consequently, they waver and hesitate; they enter into affairs half-heartedly or not at all; and quite frequently they act at one time in a manner quite inconsistent with the way they act at another time. And within their consciousness there broods a tragic sense of inner conflict and division.

What is so desperately needed among rural people today is a theory and plan of social action that will bring meaning and coherence to their lives as social beings. At the present time they have no clear and consistent set of ideas in the light of which they can act, and judge the processes that go on about them. They possess only an unstable mixture of old and new ideas.

THE NEW OPPORTUNITY AND CHALLENGE FOR EXTENSION WORKERS

The New Opportunity and Challenge

This situation presents extension workers with a glorious opportunity. The time is ripe for them to step in and help our rural population to rethink and reinterpret its traditional ideas of economic, government, and international relations so as to make them applicable to the changed conditions of the twentieth century. The occasion exists for them to analyze and discuss with our rural groups such ideas as democracy, freedom, equality of

in the field of production which, taken along with the widespread use of credit in the field of exchange, made the various parts of our economy profoundly interdependent; so that failure to produce in one field could tie up business in another, or financial difficulty in one area might cause financial insolvency in another.

In government the change has been from the liberal state with a hands-off policy to the social service state with a vast variety and number of functions. It is true that government in the eighteenth and nineteenth centuries was benevolent and helpful on occasion. It did erect tariff walls to protect domestic industries, and it did pass the Homestead Acts to help those who settled our rural areas.

But government today has become increasingly involved in business and in other affairs that formerly were the concern of private individuals or groups. It regulates prices for industry and agriculture; it sets minimum wage requirements and maximum working hours; it gives subsidies, and establishes tariffs, duties, and customs. It sponsors projects of resettlement, rehabilitation, housing, health, social insurance, unemployment insurance, old age pensions, etc.

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opportunity, property, security, justice, the role of government, national sovereignty, and help them to fit the meanings together in a meaningful and coherent plan of life suitable to contemporary development.

The type of thinking which such a procedure would require on the part of the extension workers and the groups they lead in discussions is not that which is exemplified by the plant pathologist, the expert on soils, animal husbandry, clothing, or food. Nor is it that which is exemplified by the agricultural economist, the home economist, or the agricultural sociologist. Rather it is the thinking engaged in by the moral and social philosopher-- the person who analyzes, weighs, compares, and selects the values which inhere, or ought to inhere, in our personal and social relations and who attempts to bring men's ideas on these matters together in a consistent and meaningful synthesis. It is only through an extended application of philosophical thinking to the larger issues which face our rural groups that they can come to an understanding and moral appraisal of the social processes that go on about them.

SOME POSSIBLE OBJECTIONS TO THE SUGGESTION THAT EXTENSION
WORKERS SHOULD HELP RURAL GROUPS TO REACH A PHILOSOPHICAL
UNDERSTANDING OF THEIR EXPERIENCE

Objections will unquestionably arise to the suggestion that extension workers should aid rural groups to reach a philosophical understanding of their experience. For one thing, it will be objected that the need for such thinking does not exist. Farmers and their wives, many people will say, are not troubled in the way which has been described as is evidenced by their silence on the deeper issues of their social life. Now, it is very true that farm people as a whole do not voluntarily bring these matters up for discussion with county and home demonstration agents. But to interpret such silence as signifying a lack of interest in or a desire to avoid grappling mentally with current social issues is to miscalculate completely the mood of the people in our rural areas. Let a person in whom farmers and their families have confidence and trust approach these matters, and there immediately arises a lively response. There is frequently in evidence a pathetic hunger for such discussions. The truth is that the need is there, but it has not yet become articulate in the lives of our country people.

Nor is there solid ground for the objection that the great mass of farmers is not able to engage in or to follow such thinking and that it is therefore futile to suggest that they do. The fact is that every farmer, in common with all men, normally accumulates in the course of his experience a store of ideas which, taken together, comprise his interpretation of the world and his theory of conduct. The trouble is that these ideas, not having been forged in the fires of rigorous philosophical discipline, are too frequently vague, unsystematic, and therefore self-contradictory. Moreover, in periods of rapid change, they frequently become outmoded and no longer serve to guide and illumine the individual's experience. The task which I am suggesting that extension workers undertake, therefore, is not that of inviting rural people to think along paths which their minds have never before trod and where they do not wish or dare to venture. It is the more practicable one of encouraging them to do more critically and systematically what they have formerly done quite naturally but not always wisely and well.

Such a task does presuppose, however, that those who would help rural people in the way suggested must themselves be equipped effectively to do the work. And this fact presents a temporary difficulty. Most extension workers, I think I speak truly, have not had the training in logic, ethics, and social philosophy which would enable them successfully to perform what so obviously needs to be done. Land-grant colleges are in large measure to blame for this, since relatively few of them offer these courses to prospective extension workers. But this difficulty is not an insurmountable one. After all, extension workers are intelligent people capable of gathering and assimilating the information required. In addition, short-term and intensive courses, designed to orient their thought in these relatively unfamiliar fields, could be arranged and made available to county and home demonstration agents.

CONCLUSION

Perhaps, in making the remarks which I have, I speak as a novice unfamiliar with the heavy loads and responsibilities already carried on by extension workers. Granting, however, that the burdens they carry are already severe, cannot the various extension services shift their efforts and direct them along the channels which I have pointed out? Such a change would be in keeping with the traditional flexibility of thought and action which, as I mentioned before, has characterized extension efforts.

This does not mean that extension services must stop completely instruction in matters pertaining to crops, prices, markets, diets, cooking, clothing, etc. Such instruction is necessary, since our country needs farmers who are efficient producers and good business men just as it needs farm women who are wise and efficient housewives and mothers.

But our nation also needs good citizens, and people who confine their interest to the things I have enumerated cannot be good citizens. For responsible citizenship on the part of our rural population requires that it do its full share of thinking through and evaluating the innovations which are taking place in our national and international life. It demands that country people reach a conclusion as to whether the developments that are taking place tend to strengthen or destroy our democratic heritage and that they take an appropriate stand in respect to them.

Surely, the stakes are high. In other countries, dictators and their followers, through specious arguments, were able to win the confidence of their peoples. Then they did the peoples' thinking for them. Today, after a herculean fight, whose cost in lives and money we cannot estimate, we have broken their power. But a similar danger always lurks in the life of a free people. For there are always groups, both at home and abroad, who would use democratic processes to advance their own undemocratic ends. Consequently, those of us who love democracy must be forever vigilant. But we can be intelligently vigilant only to the extent that we know and understand our democratic values and organize them in a philosophy of life which will serve as a standard for our social judgments.

EXTENSION IN THE POST-WAR WORLD

M. L. Wilson
Director of Extension Work
U. S. Department of Agriculture

Editor's Note: Director Wilson spoke extemporaneously. Following are the notes taken from his talk.

Extension Work is Always Changing

Director Wilson stated that supervision in extension work does more than is commonly implied by the word supervision. "You do more," he said, "You inspire people. You think with people. You work with people." Extension Work is built on one of the most democratic types of organizations in which a common objective is reached through mutual agreement and mutual understanding. Because of this it is not too much supervised.

Extension work changes. It meets changing situations quickly. This is a characteristic which makes extension what it is. Extension, characteristically, is always at work in an emergency -- drouths, big crops, World War I, depression, action programs for agricultural ills, World War II. The standing of extension in the present emergency is good. Our work has been a service in the production of food and on the home front. In spite of all our difficulties our volume of production is 130% of the 1935-40 period.

Many organizations and agencies are concerned with plans dealing with the post-war period. The 20th Century Fund lists 3,000 to 4,000 groups that are engaged in post-war planning. The Land-Grant Colleges are among these. Dean Carrigan and Dean Myers from this region together with others are working on a statement for agriculture. Government post-war planning began with the Baruch report of January 1. The Committee on Economic Development is one of the important non-governmental agencies working to determine whether we must expect great depressions to offset the sharp war peaks. This committee has estimated that 8 million workers in industry will be demobilized when the war in Europe is ended. This committee believes that there must be increased volume over pre-war production in order to maintain full employment. If we cannot keep production above the 1940 industrial level there will be 10 million unemployed.

In a recent article in the magazine section of the New York Times the secretary of the Committee on Economic Development said: "What is called for will be a vast cooperative understanding in which business, labor, agriculture, government, and the general public will each be required to do its share. It will not be enough merely to ask the government to get out of war business. In addition, decisive and constructive

action by government will be needed in many areas. What we shall need is a new kind of peace-time patriotism which will give us national unity, common purpose, and direction during the crisis or post-war transition. Although this will be much more difficult to achieve than post-war patriotism, we shall have an excellent chance for success if we concentrate on the rallying cry of "Production and Employment." If we are to have a "vast cooperative understanding" it will grow out of educational processes. What then is Extension's responsibility in this kind of a situation?

Extension in the Post-War

Extension's contribution in the war period will depend to a large extent upon the direction which Extension takes. There are three alternatives:

1. Extension can be solely educational - assisting but taking no responsibility in action programs.
2. Extension can be educational plus assuming the responsibility for action programs in agriculture plus making all contacts which the U. S. Department of Agriculture is required to make with farmers.
3. Extension can be a "Chamber of Agriculture" in which the county agent furnishes the services requested by farmers.

What happens will not be the result of the thinking of any individual or special group but will be reflected in the total thinking of all farmers, college groups and others.

Thirty years ago the Smith-Lever Act provided for education to the people through the Land-Grant Colleges and in 1917 the Smith-Hughes Act provided for vocational training in the schools. Through the years there has been a growing appreciation of the methods used by Extension. Director Wilson told of a group of educators in Washington which meets monthly to discuss post-war education. From time to time it invites representatives of agriculture, labor, and business to meet with it. Director Wilson has been invited to take part in the discussions relating to post-war education in agriculture. One of the concerns of this group is whether to give training as it may be wanted by the returning veterans or whether to train them in the manner which educators believe to be the best. Admiration has been expressed by this group for the job which Extension has done for rural people. There is also recognition of the part which the vocational schools have rendered in training people for wartime industry.

The Land-Grant Colleges are now studying how to take care of the post-war demand upon these institutions. In 1944 the Extension Service was allotted by the War Food Administrator 4 million dollars to be used in the develop-

ment of emergency programs for food production and preservation. This allotment might be continued in order to make it possible for Extension to carry a heavy load in the post-war period. At this time, however, these allotments have been made only to June 30, 1945.

The vocational education people are also pointing out the need for additional funds for the post-war vocational work. The Thomas Bill, which provides for an appropriation of \$97,500,000 has been introduced to Congress. This bill is based on two plausible arguments:

1. Returning veterans should have the best and what they want for professional or vocational training.
2. Four million people have been trained for war industry jobs and will need to be re-trained for peacetime jobs.

This bill provides 23 million dollars for agriculture, and 16 million dollars for home economics. This money can be used to work with adults. As the bill now stands, there is likely to develop considerable misunderstanding as it appears that this would place the school in competition with Extension in their work with adults.

There is a feeling among many people that the time has come for a great adult educational movement. Dr. Day of Cornell University concludes from a poll on the Bill of Rights that vital elements in our structure of government are not adequately known by great groups of people. There is need for an adult educational program if peacetime patriotism is to be stimulated.

"Education for Victory," published by the U. S. Office of Education, in the September 4 issue analyzes three adult education bills:

1. The Harrison Bill to provide minimum school education for every child.
2. The vocational education bill (\$97,500,000).
3. The adult education bill which would establish a publicly supported adult education program through the colleges but separated from the present Extension Service.

Director Wilson stated that probably the present Congress will not pass any of these bills. He also said that the Secretary of Agriculture had raised the question as to whether or not the vocational education bill might not develop a parallel system of education in the county. Director Wilson indicated that all Extension people would be interested in the program of these three educational bills.

As Extension goes into the post-war period Director Wilson indicated that the following should be kept in mind:

1. That there is great need to stress the idea that the Extension Service is a cooperative organization involving the Federal government through the Department of Agriculture, the Land-Grant College, and the local people who make it possible for county finances and aid in planning and the execution of Extension programs.
2. That there is need for more personnel in the counties. As the staff in the counties grow administrators and supervisors must give added attention to coordinating the program. If the county agricultural agent assumes added administrative responsibility he will need assistance to handle special fields of work. I am "almost" of the opinion that the home demonstration agents may also need assistance. Great has been the change in home economics extension from that of demonstrations to the science and philosophy of family living. Home environment largely determines citizenship. 4-H Club work, in addition to agriculture and home economics, needs to provide training in good living and citizenship in a democracy.
3. What shall Extension do in urban areas? The original legislation was primarily designed to aid rural people but there is great service to be rendered in towns and cities in agriculture and in home economics.
4. There should be committees in the Land-Grant Colleges to plan for the future of Extension. What are our goals? What is the minimum service to all people? What will be our relations to the school system?

AN APPRAISAL OF THE CONFERENCE

By

Director J. E. Carrigan of Vermont

Congratulations to organizers and participants at this conference. Specific suggestions that are usable now have come out of this conference. We have spent less time criticizing other organizations and more time in critical evaluation of our own work. We should be alert, but should not worry unduly over other agencies seeking to take over our job. If the time ever comes that no one is "shooting at our job" we'd better beware. Let us keep improving our work and not worry too much about others.

I have come to believe that most of the administrative job is:

1. Selecting people of ability. 2. Providing good working conditions for them. This applies to supervisors as well as administrators. Provide opportunities for workers to use their abilities to the fullest. Don't hold them back.

Supervisor should not go to agent with a fixed plan--instead find out the way in which the agent can best do the job, then help him to do the job his way. Be a father confessor to agents rather than a dictator. Think of all State supervisors more as supervisors of county extension work and less as supervisors of county agent work, home demonstration work or 4-H Club work.

Relationship between specialist and supervisor must be good or effectiveness of work is impaired.

If extension workers are teachers they must also be students. Agents, specialists, supervisors, and directors all need systematic schedules of study. People are hungry for many types of information, social, philosophic, etc. that we cannot now give them. This calls for special in-service training.

As set forth in the popular song from the movie GOING MY WAY, we in Extension may be stupid and stubborn like the mule; we may be slovenly in our thinking habits as is the pig in his habits; and we may be foolish like a fish who finally gets caught--or we may swing on a star.

